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ABSTRACT

This report offers the analysis and recommendations of an Ohio state advisory board for state support of higher education in Ohio that urges a commitment to increased funding as an investment in the state's economic future. A brief introduction notes that traditionally Ohio has invested 20 percent less than the national average in higher education. A look at the background of higher education funding examines the decreased public funding, increased expectations for service, and concerns about maintaining quality. The balance of the report examines in detail key requirements facing the state system with recommendations for how to achieve them; that is, for each issue the report offers a description, recommendations, alternative views, and findings, conclusions and a recommended course of action. The first requirement is keeping quality education affordable through creating a network of campuses, avoiding program duplication, and managing faculty workload and evaluation. A second central requirement is offering access to higher education for all Ohioans with the focus on the role and organizational structure of the community college system. A final requirement is the state's need for a strong research infrastructure. A conclusion recaps the key policy positions outlined in the report. (JB)

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Securing the Future of Higher Education in Ohio

A Report of the Ohio Board of Regents

I. Introduction

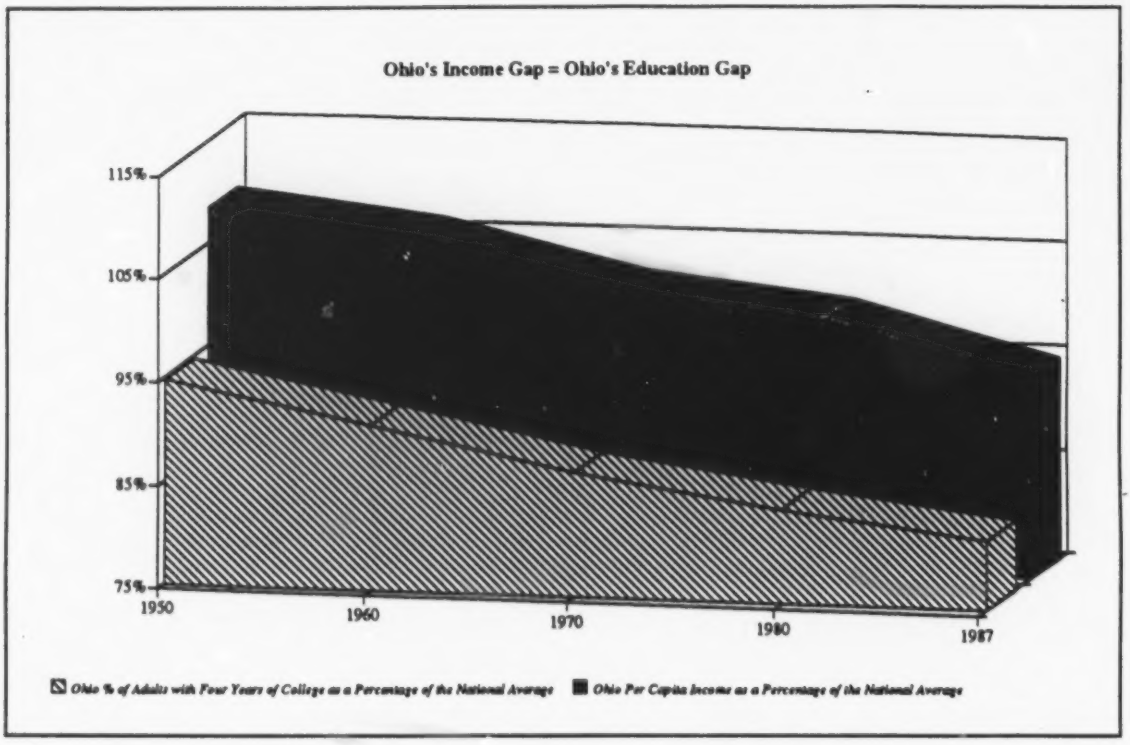
Last July, after a year of work, the Managing for the Future Task Force issued its report. The Task Force was appointed by the Ohio Board of Regents at the request of Governor Voinovich to examine higher education's operations and to suggest ways in which public higher education in Ohio could become more effective and efficient. The Task Force made those recommendations, but it did much more than that.

The Task Force described Ohio as a state that has been losing economic ground for a generation, in part because of the low priority the state and many of its people have given higher education. Ohio has traditionally invested about twenty percent less than the national average in higher education. This has placed a greater burden on students who have had to make up the shortfall in state support with tuition payments that exceed the national average by about that same amount. Since most states expect their students to pay a relatively small fraction of higher education costs, the result has been a tuition level about fifty percent above the national average. Not surprisingly, relatively few Ohioans went to college. *Today, as a consequence, the average adult Ohio worker is nearly twenty percent less likely than the average American to have had education beyond the high school diploma.*

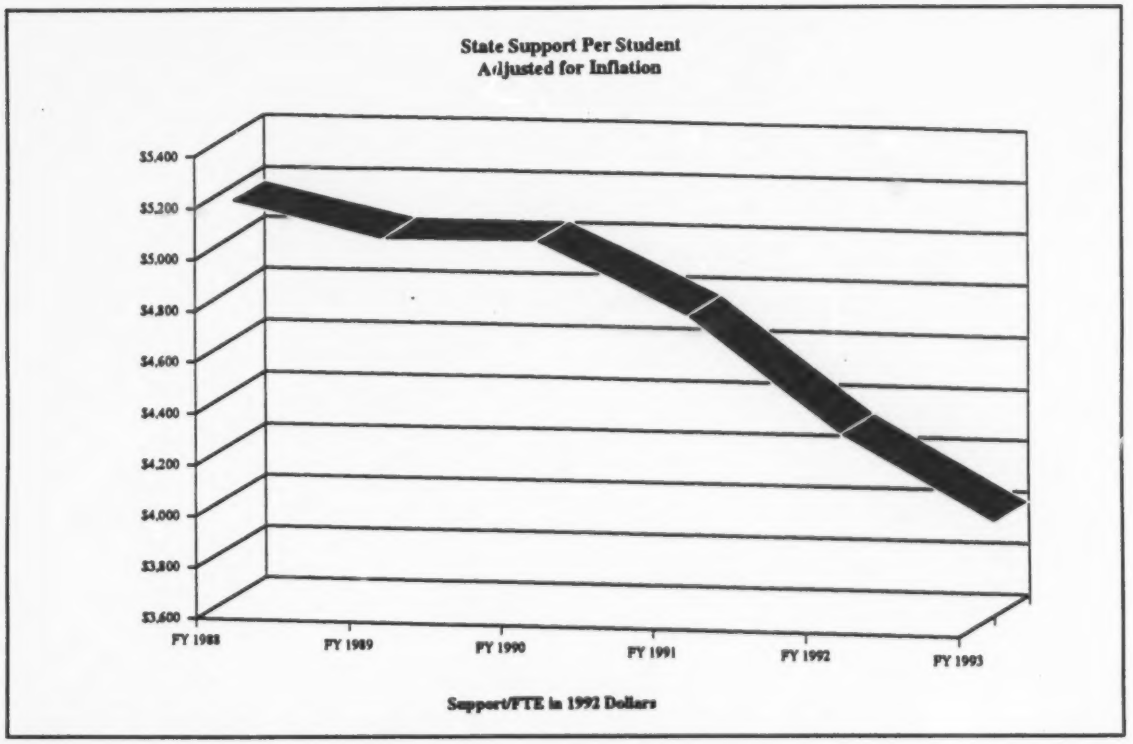
Acknowledgements

The Ohio Board of Regents expresses its gratitude to the statewide Managing for the Future Task Force, a group of citizens and educators who have devoted a great deal of their time over the past year and a half to studying the over-arching issues that must be addressed in order to maintain and increase the quality of higher education consistent with state priorities during a period of constrained resources. In pursuing its charge, the Task Force has come to grips with many of the challenges that face higher education, not only in Ohio but in the nation. Their report explores the causes of the current crisis in higher education and dramatically illustrates that the future well-being of Ohio is tied to higher education and its ability to respond creatively and constructively to the economic and social environment of the 1990s and early 21st century. The Managing for the Future effort has provided exciting ideas for change.

We are also deeply appreciative of the time and energy the members of the hundreds of individuals who, as members of the Managing for the Future task forces at their colleges and universities, served so ably and thoughtfully in exploring ways in which higher education in Ohio can more effectively and efficiently manage for the future. For many of the members from business, industry, the professions and state government, this was their first in-depth exposure to higher education. Working with university and college trustees, presidents, chief academic officers, and faculty they worked together with the common goal of ensuring that higher education continue to be accessible and affordable for Ohioans. The Regents have received these reports, have reviewed them carefully, and will incorporate many of their suggestions in its strategic planning process.

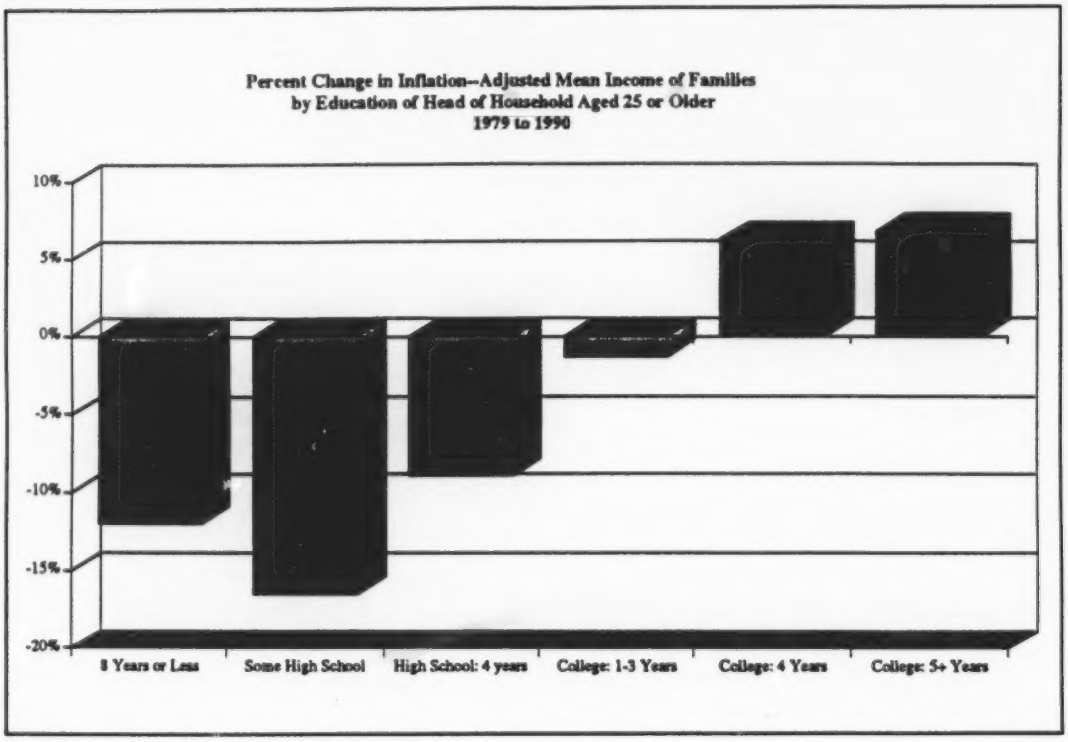


Meanwhile, the economy has been changing rapidly. Global competition has become fierce. Many employers in Ohio and elsewhere discovered that they lacked the ability to compete successfully in this new world market. Their businesses have failed or are in great danger. While there are no guarantees of success in this new economy, *the evidence is accumulating that higher education must play a vital part in any strategy to achieve economic success.* Companies need access to the latest research if they are to improve their products and services. They need educated workers who can assume greater responsibility for their work and learn new processes. Throughout the 1980's, education and income became more closely related. Adjusting for inflation, those with only a high school diploma or less actually lost income, those with some college were able to preserve most of their income, and only those with a baccalaureate degree or more actually gained income.



Since Ohio has not invested in higher education in the past as much as most other states, Ohio is particularly vulnerable to these economic forces, and its average income has fallen relative to that of the country as a whole. In the 1950's, the heyday of traditional manufacturing, Ohio's per capita income was as much as ten percent above the national average. Now it is more than five percent below the national average.

Given the increasing importance of higher education to the future of Ohio and Ohioans, the recent dramatic reduction in state support from a base that was already well below the national average is particularly troubling. Since 1988, inflation-adjusted state support per student has dropped 23 percent, with most of that reduction occurring since 1991. Meanwhile, state spending overall has continued to increase. Like any other function of state government, higher education can and must find better ways of doing things, but it cannot possibly offset state subsidy reductions of this magnitude. Consequently, *the Board of Regents gives highest priority to the Managing for the Future Task Force recommendation that the state restore a stable funding base for Ohio higher education.*



II. Background

A. Key Current Issues in Higher Education

Within this general context of the increasing importance of higher education to the economic future of Ohio and its citizens, accompanied by a dramatic reduction in state support for higher education, there are several issues of particular concern within higher education that helped shape the recommendations of the Managing for the Future Task Force and the Board of Regents' reaction to it.

- Higher education enrollments have grown steadily, despite a substantial reduction in the number of young people moving through the primary and secondary grades to graduate from high school and despite the steadily increasing fees our institutions must change. An increasing fraction of these smaller graduating classes goes on to college, while many adults who had earlier chosen not to enroll are also now in college classes, often at night, trying to make a future for themselves in an increas-

ingly challenging world. Enrollment growth has been particularly strong on two year campuses. Declining state support has been diluted further by the need to serve more students each year.

- There is growing public concern about the academic enterprise. Many voices challenge its steadily rising costs and question its dedication to the needs of undergraduate students.

B. Recent Gains, Recent Losses and Managing for the Future

Clearly, Ohio's public colleges and universities have been challenged as never before to change the manner in which they operate. They are pressed from three directions by sharply decreased public funding, by dramatically increased expectations for service, and by their deep concern about maintaining quality in these times.

The leadership of Ohio's state colleges and universities has responded to these pressures through a comprehensive range of initiatives and policy changes with the short-term goal of balancing budgets, and the long-term goal of making every campus significantly more effective and substantially more efficient. These actions have changed a higher education system already noted for its ability to deliver high quality at a very low cost, and they represent an significant achievement that meets the most demanding definition of the word 'reform.'

While these efforts are indeed notable, the new and more difficult financial situation of the 1990's, in which higher education has already suffered $270 million in cuts, has provided a new set of challenges that require new answers.

In response to these pressing problems, the Board of Regents launched the Managing for the Future process. Through parallel efforts of public higher-education task forces at the state level and on each campus, Ohio has garnered a wealth of advice and information on the best ways to marshall the resources of its colleges and universities in order to better serve the needs of its citizens.

The Board of Regents has received all of these reports and, with the assistance of the Chancellor and her staff, has studied and analyzed their contents. Further, in order to ensure that it had access to the fullest possible range of advice, the Board conducted public hearings around the state and also completed a review of additional correspondence and national information sources.

The ideas presented range from the administratively simple to the conceptually complex. All are directed toward the primary goal of helping higher education provide affordable, high quality services to Ohioans in a time of diminished resources.

It is apparent that a new educational compact of individual and collective responsibility is necessary if we are to realize the important state priorities that have been recommended by the Task Force:

- ***Meet the diverse needs of students and optimize their achievement;***
- ***Assure excellence in academic programming;***
- ***Increase productivity and reduce costs;***
- ***Ensure accountability;***
- ***Strengthen leadership and management effectiveness;***
- ***Secure resources to make higher education affordable.***

The Regents are encouraged that these priorities have been widely endorsed by the leadership of our colleges and universities. They will provide important guideposts as higher education charts a path to even greater efficiency and effectiveness in the future.

These priorities advanced by the statewide Task Force are the basis for their more than 70 recommendations for important changes in higher education in Ohio. There has been little objection to and considerable support for the vast majority of these recommendations. Some of them are straightforward ideas that it is feasible for the Board of Regents to implement on its own.

The Board will act on the key issues outlined in this report, as well as on others brought forward by the Task Force, as quickly as possible. The Regents will submit an implementation progress report to the Governor and the General Assembly by August, 1993, and will provide additional reports every six months.

To develop a framework for securing the long-term implementation of the actions taken by the Board in this report, as well as for consideration of the remaining recommendations of the statewide Task Force, the Regents will engage public and independent college and

universities in a statewide strategic planning process beginning in January, 1993. This planning process, which will be consultative and ensure broad-based participation in defining issues and proposing appropriate strategies, will provide the substance of the next Board of Regents Master Plan.

The report that follows is the Board's vehicle for dealing with those recommendations of the Task Force that met serious and sustained challenge across the state. The report *recognizes* progress already made by campuses toward the six statewide priorities, *summarizes* key issues that remain to be resolved, and *defines directions for the future* from the perspective of the Board of Regents.

The report is not organized as a point-by-point response to the recommendations of the statewide Task Force. Rather, it addresses three over-arching challenges facing public higher education: Keeping A Quality Education Affordable; Access to Higher Education for All Ohioans; and Research -- A Critical Service of Higher Education.[1]

The report accepts the three overall conclusions of the statewide Task Force:

- ***There is a need to link Ohio's state colleges and universities more effectively.***
- ***The system as a whole needs to respond better to the six statewide priorities noted above.***
- ***The Ohio Board of Regents needs to assume and be accountable for a stronger coordinating role.***

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[1]In addition, several contractors' associations and trade unions have raised objections to the recommendation that the Regents support a pilot project to assess the value of the "single prime contractor" approach to construction projects. The objection asserts that the state actually saves money with the current method. Many people believe otherwise, which is the reason that a pilot study was proposed both by the Managing for the Future Task Force and by the Governor's Operations Improvement Task Force. We endorse the idea of a pilot project - or a series of pilots - that would allow the state to determine whether taxpayers would be better served by the use of a single prime contractor for state construction projects. We would urge the Ohio Department of Administrative Services to go forward with the study.

In considering these next steps, it is important to emphasize that, although extraordinary changes have occurred in Ohio's public higher education in the last decade and even in the past several years, much remains to be done. In an environment of constrained resources and changing demands for the services of higher education, *what has served us well in the past must be examined in terms of new challenges and new opportunities.* We must seek greater effectiveness with the highest possible degree of efficiency. To respond creatively and constructively to the challenges we face, changes must be made. The alternative is a decline into mediocrity with less quality education, less open access and fewer students and their families able to afford a college education.

Individual colleges and universities can no longer attempt to be everything to everyone. If Ohio is to achieve its objectives for the future, higher education must reinforce optimization at the campus level with expanded cooperation and collaboration through a network that serves state and regional priorities for higher education. The Regents, in partnership with state officials and college and university leaders, must formulate a vision for this network and develop strategies for its realization.

In this report the Board recommends specific mechanisms for further change that it believes will allow for much greater achievement. These changes will occur in a way that builds on, rather than rebuilds, Ohio's highly successful higher education structure. But even these important measures cannot succeed in isolation. Further achievements are dependent to a considerable extent on extending the existing partnerships to include even more active participation of the public, business and industry, and the state's political leadership in refining the objectives for higher education and in assuring a strong and stable resource base for its operations.

III. The Issues

III. A. Keeping a Quality Education Affordable

Nothing is more important to Ohio than maintaining both affordability and quality in its system of higher education. Nothing is more difficult given that there is a natural antagonism between these two factors. It is obvious that, if state subsidy declines sharply and other income sources, including student fees, do not grow in proportion, something will have to give. Ohio's colleges and universities have been struggling, with significant success, to ensure that it is not quality that suffers. This process cannot continue indefinitely and the Managing for the Future process has identified several key areas in which changes could reduce costs while maintaining or even improving quality. The three issues that are described in this section-- institutional mission, program duplication, and faculty workload

and evaluation- - were the focus of the greatest attention and controversy. It should be noted that the campus level reports also describe many others, most of them already implemented or about to be; several have statewide ramifications and will be incorporated into the Regents' statewide strategic planning process.

1. Issue: Creating a Network of Campuses

The concept of mission provides the base from which the entire range of services that institutions of higher education provide to the public is built. In some cases it surfaces in the context of specific issues-- a number of which (access, research, duplication, and others) are addressed separately in this document. The question of campus mission takes all of these factors and others-- for example, need for additional programming-- and brings them together in the broader context of planning and coordination. 'Mission' in the broadest sense should address the question: how does the state ensure that its priorities are being met fully and in the most efficient and effective manner possible?

a. **Network of Campuses: Recommendations of the Managing for the Future Task Force**

The Managing for the Future Task Force addressed the question of mission from the perspective of concern about the multiplicity of unconnected institutions, both in number and in type, that exists in Ohio. The Task Force emphasized the need for a higher education *system* that would ensure that these separate campuses did not overlook service responsibilities or ignore redundancy and inadequacy of effort. The Task Force report emphasizes the importance of developing not only economies of scale but also *qualities* of scale through increased collaboration. The Task Force concept of 'system' was explicitly built on the assumption of continuing operational autonomy for colleges and universities; change would occur only in a more effective response to collective responsibilities.

b. **Network of Campuses: Alternative Views**

The Task Force recommendation on mission provoked considerable concern. The simple use of the word 'system' appears to have triggered fears of dramatic and undesirable change. Because the Task Force proposed that the Board of Regents expand its efforts in coordination and planning, critics saw in the Task Force report the specter of a new bureaucracy, one that would, sooner or later, change the fundamental governance structure of higher education in the state.

c. **Network of Campuses: Regents' Findings, Conclusions, and Recommended Course of Action:**

The Board of Regents shares *both* the view of the Managing for the Future Task Force that the operational autonomy of Ohio's public colleges and universities is a

considerable strength, one that is responsible for much of the vitality and efficiency of higher education in Ohio, *as well as* the Task Force's concern that there is a need for much greater coordination in Ohio's efforts. ***The issue is system behavior, not system structure.***

In reemphasizing the essential importance of our decentralized governance system, the Board must stress its conviction that autonomy for campuses must be exercised within a larger framework of responsibilities. Ohio's leaders never intended that the authority of trustees to set policy in such critical areas as curriculum and personnel should be extended to the right of campuses to act independently of the concerns of the state. There are critical needs of the state that are not necessarily addressed by the unilateral decisions of autonomous institutions. While the Regents' current and future responsibility will necessarily rest on a premise of the highest practicable level of operational autonomy for campuses, this principle does not obviate the need for an expanded level of coordination, for higher education as a whole to function as a network that attends to service responsibilities both individually and in the aggregate.

A new educational compact of individual and collective responsibility is necessary if higher education in Ohio is to realize the important state priorities that were set forth by the Task Force. *Meeting these priorities will not require that the Regents become a governing board, nor will it require the creation of a centralized bureaucracy.* As an example of effective movement in a decentralized system, the recent Articulation and Transfer effort, which will lead to fundamental change in higher education in this state, has occurred without change in governance or the need for new central bureaucracy. ***Ohio requires, not a new structure, but an educational network in which each institution holds itself and all others responsible for meeting state priorities.*** Change of this kind is essential if Ohio's colleges and universities are to continue to provide a high quality education in an effective and efficient manner.

The Regents will assume a leadership role in making this network approach a reality. The process will begin through implementation of the Task Force recommendation that each college and university revise its mission statement in order to ensure responsiveness to the overall goals and objectives of the state. The Board of Regents will assist as needed, but it will be the responsibility of each institution to set its mission and goals in concert with these priorities. The Regents will review these functional mission statements, which will necessarily be substantially more specific than the generalized documents that are the practice now, and will then work with the colleges and universities to ensure overall responsiveness. The Board's role will be to coordinate institutional missions within this network.

The Regents, in consultation with the colleges and universities, will evaluate the relationship among institutional missions, in order to identify any important gaps and overlaps that exist in the delivery of educational services to Ohioans. The Regents will then work with the colleges and universities to eliminate those gaps and overlaps. To assist institutions in making the necessary changes implied by this recommendation, the Regents will provide, through the instructional subsidy formula, financial incentives and disincentives to ensure that state priorities are met. The Regents are convinced that this process will produce more comprehensive and more coherent services for the public and will generate significant movement toward securing the economies and qualities of scale described in the Task Force report.

2. Issue: Program Duplication

Ohio has a large number of public institutions of higher education. The state's demography, which features an unusual number of distinct metropolitan areas, is the principal reason for this manifold structure. Providing an extensive range of educational services across a wide geographical area is a necessary function of public higher education in Ohio. On the other hand, the continuing problem of severely limited resources available to higher education requires that there be tradeoffs between demand and the availability of services. This is especially true as national and international competition puts greater emphasis on quality.

Ohio, despite its large and diverse system, has always given considerable attention to the issue of program duplication. The Board of Regents has the authority to approve all new degree programs and it has exercised this responsibility with care, requiring clear evidence of need in all cases. However, the new fiscal situation in the state, and the consequent need for further conservation of resources, caused the Task Force to direct considerable attention to this area.

***a.* Program Duplication: Recommendations of the Managing for the Future Task Force**

The Task Force recommended that, in order to make the wisest possible use of state resources, and in order to assure academic excellence and accountability, a new approach to the review of degree programs should be implemented both at the campus and at the state levels.

The Task Force recommended both the strengthening of campus reviews of program quality and viability and the provision of new legal authority that would allow the Board of Regents to withdraw programs that were unnecessarily duplicative or otherwise ineffective. The Task Force was concerned that there is no state level

process in place to sort among existing programs to identify where duplication is a strength and where it is unnecessary.

***b.* Program Duplication: Alternative Views**

The reaction to the Task Force's recommendations on program duplication has been mixed. Most campuses have program review procedures of one kind or another in place. Many are accelerating their efforts at pruning in light of recent cutbacks in state funding. Many campus leaders believe that their efforts at program review would benefit from an external process, one that would ensure more careful analysis of regional and statewide priorities. Others believe that the best way to effect these changes is at the campus level. Academic leaders of both views are concerned, however, that a state level process could result in added bureaucracy and consequently reduced savings to the public.

***c.* Program Duplication: Regents' Findings, Conclusions, and Recommended Course of Action**

The Regents recognize that to offer students a reasonable array of opportunities it is necessary to offer similar degree programs on many campuses throughout the state. ***Duplication is a problem only when it leads to an inefficient use of resources.*** There is nevertheless reason to believe that, especially at the graduate level, careful evaluation is appropriate and desirable.[2] Graduate level subsidy support is especially significant.

In order to ensure the optimal use of public investment in higher education, the Board of Regents will begin a statewide program review process, starting with a study of graduate programs. In the first stage, the Regents, in consultation with the colleges and universities, will set standards of viability for graduate degree programs. These will include centrality to mission, quality of the program, responsiveness to regional and state priorities, and student demand. Once complete, these standards of viability will be used in a statewide self-study of the array and geographical distribution of graduate programs in Ohio. The Regents, again in collaboration with the colleges and universities, will initiate this review process on a regional basis. The Board will then monitor the process and evaluate the results.

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[2]For example, two states which have populations slightly larger than Ohio, Illinois and Florida, each have significantly fewer doctoral programs in traditional arts and sciences disciplines.

Reviews will focus on the following: unnecessary duplication exists; program size is too small to maintain high quality; or the program misses other academic viability standards. The Regents, using their existing authority, will recommend to the board of trustees of the university in question that the program be consolidated with that of another university or, where appropriate, be eliminated.

In the event that a university decides to retain a program that the Regents have determined to be unnecessarily duplicative, the Regents will seek legislation that will allow it to eliminate, over time, the instructional subsidy allocation for all programs that are continued on this basis. The financial responsibility for program continuance will then fall to the institution. Boards of trustees will maintain the right to make decisions on the continuance of academic programs.

The process described above will begin with graduate programs, and initially with doctoral programs. The Board may find it appropriate to extend the effort to undergraduate and professional programs, but, because need is more local and costs generally lower in these programs, it is not expected that the same level of effort will be necessary.

3. Issue: Faculty Workload and Evaluation

The relationship of faculty to undergraduates is at the core of higher education. The value and affordability of higher education are the direct result of the effectiveness and the efficiency of this relationship. Faculty contribute to education both through teaching and scholarship. Teaching is the most visible link, but scholarship is essential and integral. Faculty are leaders not merely because of their knowledge, but because they are also discoverers, who create and assimilate new knowledge.

National critics of higher education have been arguing for some time that the undergraduate teaching responsibilities of faculty appear to be decreasing even as the price that students and parents pay for undergraduate education is rising. The fact that faculty are working longer hours today than they did twenty years ago seems less important to the public than is the question of how they are spending their time. The public frequently asks why the costs of education can't be held in check by having faculty spend more time in the classroom.

There are several issues directly connected to that of faculty workload. One is the way in which faculty are evaluated. This adds an important quality dimension: if teaching is the principal part of a faculty member's responsibility, it should be correspondingly important in assessing that individual's achievements for the purpose of promotion and merit pay. A related issue, one that also attracts considerable public attention, is the tenure system for faculty. All of these questions were considered by the Task Force.

***a.* Faculty Workload and Evaluation: Recommendations of the Managing for the Future Task Force**

Data provided to the Task Force at the beginning of its work showed that, over the last decade, there was a slight decrease in the time Ohio college and university faculty reported as devoted to undergraduate teaching and student advising. Data sources also demonstrate that average student credit hours taught declined by nearly 10 percent, and that at the same time there was a slight increase in the reported number of hours faculty work per week. These data suggest that other responsibilities, especially research and public service, are increasing as a proportion of the average faculty workload. It is important to note that this change in the mix of faculty duties is coming at a time of increasing enrollment pressure.

In comparison to national norms, the time spent by faculty on undergraduate teaching in Ohio's public colleges and universities is still slightly above the average. This reflects an historical emphasis on the importance of undergraduate education. The Regents realize that most Ohioans expect that emphasis to continue. *It is important that the provision of high quality undergraduate instruction at reasonable cost be the highest priority for all of Ohio's colleges and universities. No activity is more essential to serving the instructional needs of Ohio's citizens.*

To address concerns related to faculty workload the Task Force appointed an *ad hoc* committee to study both the question of workload and the parallel issue of performance evaluation in Ohio's public colleges and universities.

The committee made several key findings that are summarized briefly as follows:

- Faculty workload should be defined differently depending on the type of instructional program: associate, baccalaureate, master's, doctoral, or professional. For example, a faculty member in an associate or baccalaureate program would spend most of his or her time in the classroom, in preparing and evaluating course materials, in advising, and in other activities directly related to instruction. On the other hand, faculty in doctoral program, would appropriately spend less time in formal classroom teaching and more in directed work in laboratories or other settings.

- It is possible to provide a clear framework of expectations for the number of credit hours of classroom instruction that the average faculty member ought to provide at each programmatic level. The committee provided such a model for use in universities. The reference to 'average' is important because the committee stressed that flexibility at the departmental level was an essential component of quality.

■ It is essential that all faculty, including tenured and senior faculty, be evaluated on all aspects of their work. In particular, appropriately weighted evaluation of teaching should be included in the faculty reward structure.

***b.* Faculty Workload and Evaluation: Alternative Views**

Neither the public hearings nor the other investigations of the Board revealed substantial disagreement about the Task Force's recommendations on faculty workload or on the evaluation of faculty. There were some concerns on the question of tenure, but it appears that these were all based on misinterpretations of the Report's recommendations.

***c.* Faculty Workload and Evaluation: Regents' Findings, Conclusions, and Recommended Course of Action**

The Regents strongly endorse the recommendations that faculty time should be allocated in the most effective manner, consistent with institutional and programmatic missions. In consequence, the Regents are asking all public colleges and universities in Ohio to develop policies and procedures that will implement the recommendations of the Task Force's Committee on Faculty Workload by the beginning of the academic year 1993.

It is important to emphasize that the changes in workload proposed are real and significant, ones that will help strike a new balance between undergraduate education and scholarship. It has proved impossible for the Regents' staff to provide precise figures about the changes that will occur, primarily because the inherent variety of assignments in teaching makes quantification both difficult and expensive. But, on the basis of the data available to the Board, it is reasonable to expect a statewide increase in efficiency of about ten percent. This change would affect principally departments that offer baccalaureate and/or master's degrees; the Board does not anticipate significant revisions in workload for associate or doctoral programs.

Specifically, the new policy will require:

■ The development of an institutional faculty workload policy which defines individual or group performance standards for each academic area and includes procedures for handling cases where the standard is not met.

■ The development and implementation of faculty performance evaluations and an appropriate faculty reward system that is consistent with departmental and institutional mission. Faculty performance standards must be based on objective, quantitative and qualitative evaluation criteria.

■ The establishment of annual performance evaluations for faculty to determine actual output or outcomes and to compare them to expected performance standards. The Regents believe that this recommendation of the committee should be extended to include annual performance evaluations for administrators.

The Board believes that the issues of faculty workload and evaluation are especially important in ensuring a high quality undergraduate education, and intends to monitor institutional response to these policy provisions.

It is very important that these new policies be reinforced with direct incentives for the improvement of instruction, particularly at the undergraduate level. The Regents believe that their new proposals for Selective Excellence, which are centered on an Academic Challenge program that is refocussed toward improving all dimensions of undergraduate instruction, should provide these incentives for faculty and administrators throughout the state.

The Board's recommendations on faculty workload and evaluation are consistent with the Regents' strong support for tenure as the essential method for preserving academic freedom. Tenure for faculty is absolutely necessary for this reason, and any action that would diminish tenure would directly contradict the Board's responsibility for ensuring excellence in higher education.
It would be impossible to attract the best qualified faculty to Ohio's colleges and universities if our commitment to tenure were seen as being limited or weak in comparison to other states.

To recruit and retain faculty of the highest quality, it is essential that we value and guarantee academic freedom. *The Regents agree with the Task Force that tenure must not be abused or misinterpreted as an unqualified guarantee for a lifetime of employment.* Faculty should be disciplined, even dismissed, for adequate cause.[3] It is important for administrators and faculty to uphold their responsibility for maintaining the

The new Academic Challenge program will build the base for quality education. Its emphases will include:

- **Access & Achievement;**
- **Accountability;**
- **Effective Teaching;**
- **Student-Focused Education; and**
- **Student Outcomes as Indicators of Success.**

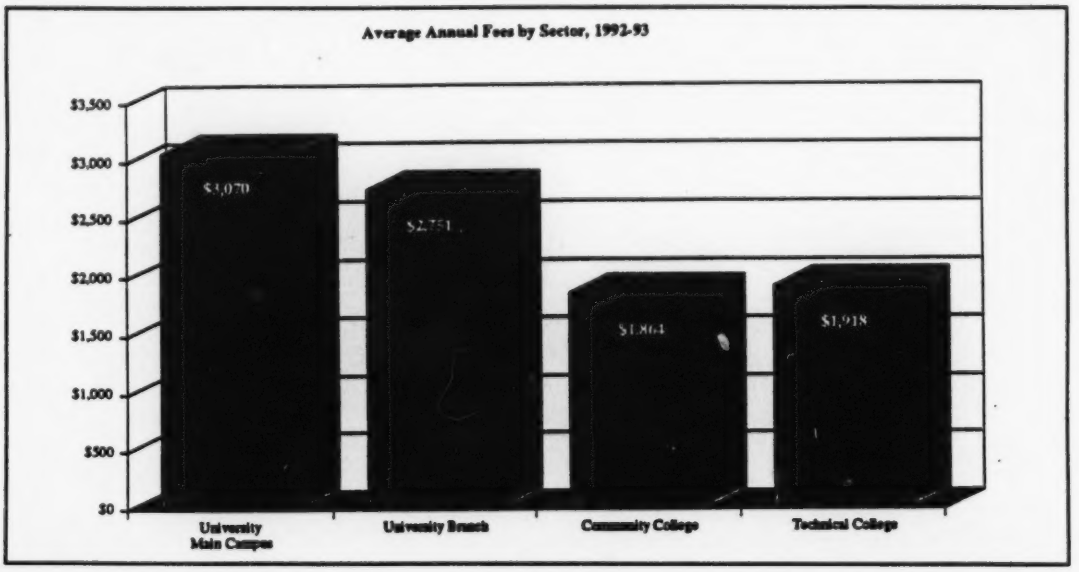
Academic Challenge will be reinforced with a companion effort, Instructional Innovations. The objective of this program will be to foster critical thinking skills through innovation in instructional methods, particularly through the use of technology.

[3]As prescribed in the guidelines of the American Association of University Professors (1940 and 1968).

highest levels of professional standards and to take appropriate actions when those standards are not met.[4] Like everyone else in our society, faculty should understand that failure to perform adequately in their responsibilities for instruction, research and public service threatens continued employment. Abandoning the important principle of tenure is not a valid approach to addressing concerns about faculty workload and performance. These are best handled through faculty workload policies and annual performance reviews.

***4.* Summary: Keeping a Quality Education Affordable**

The Board believes that the changes proposed for the three areas described above will result



in significantly improved quality and affordability in the higher education services provided to Ohioans. The advent of a true network of colleges and universities, each with a mission statement that is carefully articulated with that of its peers, especially those in its region, will allow campuses to continue to build on strengths while ensuring that the full range of educational services is delivered at an affordable price. Statewide program review will reinforce this focus on quality and affordability by allowing campuses to shift resources away from weaker and less central programs and into stronger and more important ones. Finally,

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[4]The number of instances of faculty abuse of tenure appears to be quite small. A widely respected estimate is that fewer than 2-3 percent of academic faculty are probable abusers of the privileges of tenure.

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the changes in faculty workload and evaluation will sharpen higher education's focus on undergraduate education, while maintaining support for scholarship and an emphasis on research where it is most appropriate.

III. B. Access to Higher Education for All Ohioans

The Issue: Increasing Access with Scarce Resources

As noted in the introduction to this report, the fraction of Ohio's adult population that has achieved any given level of higher education is smaller than the national average - and the gap has been growing steadily for fifty years. *An adult Ohioan is now nearly twenty percent less likely to have had education beyond the high school than the typical American.* This gap has developed just as the economy has begun to increase its rewards for those who have had the benefit of advanced education and to punish those who did not. The result can be seen in statistics; over the course of a generation, the average Ohioan's income has fallen by over 15 percent relative to the national average and is continuing to slip. It can also be seen, more poignantly and dramatically, in the many personal crises caused by the elimination of semi-skilled union jobs as entire industries seemed to disappear. It can be seen in the quadrupling of Ohio's General Relief caseloads in the early 1980's, or in the migration of many of our people to states whose economies offered more hope for the future.

How do we help many more Ohioans receive the benefits of higher education, especially those from lower income backgrounds, or adults who already have family responsibilities and can attend only on a part time basis, or minorities, or those whose families in generations past worked in our factories and steel mills and mines and assembly plants? Many states have well-developed community college systems designed to meet this need, although their universities, especially those located in their cities, are also important parts of their strategies. But the community college system is a primary point of access in those states because that is the primary reason for its existence.

A strong community college, and there are many in Ohio, has a number of features. It offers two year programs that are either the first two years of a four year baccalaureate degree (transfer programs) or that are designed to lead directly to employment (technical programs). A community college generally has a strong community orientation. It is often governed by a local board of trustees. It offers both credit and non credit programs designed to meet the unique needs of the community. It works closely with employers, helping them train their workers so that the workers and their firms are able to compete more effectively in demanding markets. It keeps an open door, welcoming those who have not succeeded in earlier academic experiences or who have been out of the classroom for years, and devoting considerable energy to the task of nurturing them until they are able to meet the challenge of college level work. Knowing that many of its students are adults with jobs and family responsibilities, it offers classes at times most convenient to them: at night and on weekends,

as well as during the day. Knowing that its students often find it especially difficult to afford the costs of college, it makes a priority of keeping tuition affordable. Community colleges also generally enjoy (although not always) local property tax support, which allows them to charge much lower fees than would otherwise be required.

In the 1960's, Ohio's leaders pledged to place a two year campus within commuting distance of every Ohioan. The goal was reached with remarkable speed, but in various parts of the state it was met by community colleges, in other parts by state community colleges (which differ from community colleges in that they enjoy no local property tax revenue), or by technical colleges (which offer technical programs but not transfer programs), or finally by regional (i.e., branch) campuses of our state universities. ***This kaleidoscope of campuses is confusing to the public. It also has meant until now that the range of services open to a given community depends upon the particular type of campus that had been placed there a generation ago. Ohio cannot afford to continue this disparity in service.***

For example, a branch campuses offers a very different service to a community than does a community college. The faculty of a branch feel a special tie to the main campus. Often critical personnel decisions, such as the award of tenure, promotions, and other forms of recognition are made by the main campus and reflect the values of the university in which they are made. Residents of the community who desire a university experience at home find the branch campus to be a haven. Many are able to complete a baccalaureate degree or even do graduate studies without leaving home, as the branch is able to draw on its resources and those of the main campus to provide opportunities for advanced studies.

While regional campuses have these advantages, they lack some of the qualities of community colleges. They offer some technical programs, but it is generally the case that their technical offerings are much more limited than those of community or technical colleges. Because they do not emphasize programs leading directly to employment, they tend not to work as closely with employers to meet their

It is important to recognize that these changes will result in further growth in areas in which the demand for higher education is already increasing fast-- nontraditional students. These are persons who have many of the following characteristics: they are employed full or part-time while they study, are single parents with children, are older individuals who are returning to college. They are linked by a common goal of improving their educational training for a brighter future. In the next year or so, these adults will become the new majority in higher education; their enrollment will exceed that of the 18-24 year old, traditional students. Responding to their educational needs is critical to our society, but the process will not be easy or inexpensive. Many nontraditional students require developmental education to hone rusty learning skills and to fill in gaps from previous education.

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training needs. Of the ten two year college campuses in Ohio that place the greatest emphasis on workforce training (as reflected in large business and industry centers with eight or more staff members), none is a university branch. Of the sixteen two year campuses that place little emphasis on this activity, as indicated by the assignment of less than one full time staff member to it, fifteen are university branches.

While community colleges expect their faculty to devote most of their time to instruction, there is more variation in the expectations established for university branch faculty. Some are assigned an instructional load comparable to that of their community college peers, whereas others are expected to devote a substantial portion of their time to the creation of new knowledge. Consequently, their instructional workload is less and the cost of providing instruction on their campuses is correspondingly higher.

If any one characteristic distinguishes the university branches from our other two year campuses, it is in the tuition they charge. The difference is stark. The average annual tuition assessed by university branches this academic year is $2,751, while the average charged by technical colleges is $1,918 and the average charged by community colleges is $1,864. The lowest tuition charged by any university branch is higher than the highest fee charged by a technical or community college. This is true even though state support for all of these campuses is provided through the same formula and even though most community and technical colleges in Ohio enjoy no local revenue from property taxes. The two largest community colleges do have property tax levies; each of them charges about $1,400 per year, almost exactly half of the average tuition charge of a university branch.

In seven Ohio communities, technical colleges and university branches share a common campus. While this might seem to be a solution that allows the community to have the best of both worlds, it has on occasion been instead a source of conflict, leading to a failure to coordinate efforts in service to the student and a wasteful duplication of activities common to both institutions.

IV. A. Access to Higher Education for All Ohioans: Recommendations of the Managing for the Future Task Force

The Task Force report called for a dramatic restructuring of our two year campuses to address the problems noted above. The report advocated a comprehensive community college system for Ohio. All technical colleges and university branches would be converted to community colleges. Where a technical college and a branch shared a campus, the two institutions would be consolidated. The report urged that all community colleges be supported by a local property tax of at least one mill to supplement support received from the state. As noted above, state law already permits such

funding for community colleges, several of which already receive support from local levies.

Recognizing the special benefits that university branches now provide to their communities in the form of opportunities for advanced coursework, the report also recommended that selected community colleges have special university affiliations, through which the university might maintain a presence in the community and offer advanced programs for which there was a demonstrated community need.

Finally, the report noted that once a network of two year access institutions was in place throughout the state, universities could be permitted to develop admission criteria more appropriate to their missions.

***IV. B.* Access to Higher Education for All Ohioans: Alternative Views.**

In the public hearings that it conducted throughout the state, the Board of Regents was impressed by the depth of commitment to their local institutions that so many people expressed, often with great emotion. The hearings also revealed that the public was often unaware of the full range of service being performed by community colleges elsewhere in Ohio and in other states; unfortunately, this lack of information in many cases produced unjustly negative or condescending comments about community colleges and their degrees, faculty, students, and programs; the Board rejects this biased and unhelpful reaction. A third major conclusion that the Board drew from the hearings was that there were important values in the Task Force report that were not clearly communicated to its readers. A recommendation to assure that all communities enjoyed a comprehensive range of higher education services was viewed incorrectly as a proposal to withdraw state support from those communities. The proposal to support all community colleges with local property tax levies was seen in the same light, rather than as a means to achieve a dramatic reduction in the tuition charged to students on those campuses.

In its communications with institutional and community leaders, the Board was often urged to pay greater attention to the functions performed by two year campuses and less to the names we give them. Many also argued that those functions might be best delivered through different forms of organization in different parts of the state.

***IV. C.* Access to Higher Education for All Ohioans: The Board of Regents findings, conclusions, and recommended course of action.**

The Board of Regents agrees with the Managing for the Future Task Force that improving the access of Ohioans to higher education is of vital importance to the future of this state and its people. It accepts the report's criticism that our current

arrangement of two year campuses fails to address this urgent need in a systematic way, even though each of Ohio's various two year campuses makes important contributions to the lives of the people it serves.

The Board also sees much merit in the argument of the report's critics that the concept of a two-year college *system* should be based on a service principle, not an organizational one. The Board is principally concerned about what two year campuses should do--their institutional behavior-- and has interest in their administrative structures only when they fail to serve effectively. Although in the long run it will be helpful to adopt a single term to strengthen public understanding of the consistency of services provided, it is not important from the Board's perspective whether the campuses are administered as university branches, or as community colleges. The goal of all of these campuses must be one of full service at an affordable price.

Accordingly, the Regents will set service expectations for the two year campuses to meet. These include:

1. A range of career/technical programming preparing individuals for employment in a specific career at the technical or paraprofessional level.

2. Commitment to an effective array of developmental education services providing opportunities for academic skill enhancement.

3. Partnerships with industry, business, government and labor for the training and retraining of the workforce and the economic development of the community.

4. Non-credit continuing educational opportunities.

5. College transfer programs or the first two years of a baccalaureate degree for students planning to transfer to four year institutions.

6. Linkages with high schools to ensure that graduates are adequately prepared for post-secondary instruction. These linkages should include a student-oriented focus and marketing strategies to ensure that high school students are aware of their education opportunities within the community.

7. Student access and program quality provided at an affordable price and at a convenient schedule. The Regents believe that fees on branch campuses should be approximately the same as for community colleges offering the same educational

services. Courses should be offered at convenient times for the students, with attention given to evening and weekend offerings for nontraditional students.

8. Two-year colleges must ensure that student fees are kept as low as possible especially where local taxes support the college.

9. A high level of community involvement in decision making in such critical areas as course delivery, range of services, fees and budgets, and administrative personnel.

While the Board of Regents does not propose to dictate the organizational structures through which these services will be delivered to communities, it is clear that administrative relationships can have a significant impact on a campus' ability to operate effectively and efficiently. In particular, the Regents believe that university trustees will need to attend to concerns, often expressed by branch campus deans and members of community advisory boards, that their ability to deliver a comprehensive range of high quality services to meet local needs is constrained by decision making processes that are unnecessarily centralized on the main campuses.

Service expectations for two-year campuses will be refined with the assistance of the higher education community. In its recommendations for the 1994-96 biennium, the Board will propose a method by which a gradually increasing proportion of state funding for two year campuses will be tied to performance regarding these expectations.

A comparison of two year campuses serving two adjacent Ohio counties suggests that we may need to improve service to meet people's needs. In the 1990 census, the county with a community college had a little more than twice as many adults as the county with a university branch campus. Its annual fees for a full time student are $2,886. Last fall it enrolled about 1,000 students. The other county's community college, whose annual fees for a full time student are $1,762, enrolled nearly 9,000 students. Over 400 of them came from the county with a branch campus. In contrast, only about forty people from the community college county chose to enroll at the neighboring county's branch, even though this county has twice as large a base from which to draw.

Does the presence of a university branch campus make it easier for that county's residents to go on to a university main campus? It is hard to support that conclusion from the data. Last year, at state university main campuses, residents of the county with a community college outnumbered those from the county with a branch campus at nearly four to one, considerably greater than the two to one ratio of adult populations in the two counties. Are residents from the county with a community college attending university main campuses because they had an earlier opportunity to start at their community college with its more affordable tuition? A single comparison can only serve to raise questions. It cannot answer them, but it suggests directions that may need further study and emphasizes the importance of understanding the full range of issues in access to higher education.

Co-located Campuses

The "co-located" university branch and technical colleges are a special case. As the Task Force notes, Ohio has seven locations at which a technical college and a regional college share a single campus. At several of these co-located campuses the two colleges have worked well together in their program development and in the sharing of facilities. The result has been the provision of effective and efficient educational services to the local community. Regrettably, this has not been true at all co-located campuses where disagreements over course offerings and facilities have interfered with meeting student needs.

The Regents request that trustees and administrations at the two colleges on co-located campuses jointly prepare and submit a plan to maximize their capacity to serve their communities. The plan should focus on meeting the educational requirements of students and local communities, and should outline the best means for serving them fully, effectively and efficiently; particular reference should be made to the nine service principles cited above. The option of combining campuses into a single institution should be carefully considered. In the event that campuses are not combined, the plan should describe the local process that will be followed to eliminate duplication in curriculum and in administration and to resolve disputes that may arise between the parties. The preparation of the plan must include active participation by local community leaders. A formal structure for implementation and monitoring should be included in the plan. These plans are to be submitted to the Regents by June 1, 1993; the Board will then assess them and report its findings to the Governor and the General Assembly.

In those geographical areas in the state where public two-year colleges do not offer education parallel to that of the first two years of a baccalaureate degree, *the Regents recommend that existing technical colleges become comprehensive community colleges as the Governor and the General Assembly are able to provide additional subsidy funding to support such growth.* As appropriate, we will also encourage the networking of two-year colleges to form community college districts as a means of strengthening and expanding educational services to local communities.

The Board encourages the efforts of universities and technical colleges that are interested in the possibility of mergers of the kind that would result in creation of the kinds of community colleges envisioned in the Task Force report.

In considering the structure of two-year campuses, maximization of service to Ohio citizens will be the Regents' guiding principle. Where the existing structure serves

well, the Board will support it; where it does not, the Board will seek authority to effect change.

Finally, the Board must emphasize that the most important dimension of access is price. There is abundant information from the marketplace that charging a higher price to consumers results in lower sales. National studies have demonstrated this to be true for higher education. It is certainly an accurate description of Ohio's situation-- Ohio's rate of participation in higher education is low; its percentage of educated adults lags even the national average. *Accordingly, the strategies described above will have little or no impact unless they are accompanied by additional public financial support. Over the last five years the number of students in our colleges and universities has increased by nearly 55,000. This is equivalent to adding another university the size of The Ohio State University without the funding to support it.* The net effect to date is that state funding per student has declined by nearly 25 percent. ***Unless it is arrested promptly, this decline in support will produce an attrition in quality that will do what nothing else has been able to do-- make one of the world's greatest products-- American higher education-- undesirable.***

V. Research A Critical Service of Higher Education
Issue: The State's Need for A Strong Research Infrastructure

Research is at the core of today's technological economy, and universities are the core of research. Basic research, the fundamental quest for knowledge from which all technology flows, is in the United States primarily the responsibility of universities.[5] Because the time from the development of new knowledge to the creation of new products is increasingly short[6], the connection between universities and industry is increasingly a direct and productive one. Proximity to universities is a principal factor in deciding the location of corporate Research and Development centers[7] and, more and more, manufacturing is following R&D.

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[5]According to the National Science Foundation (*National Patterns of Science and Technology Resources*), about 60% of basic research in this country is performed in institutions of higher education. Industry provides only about 20%.

[6] The *New York Times* reported (April 5, 1988) that a study of the United States Patent Office demonstrated that, "Today, the delay between science and technology, between understanding nature and using that knowledge to reorder the natural world, can be as short as years and sometimes months."

[7]For information on this point, see: The Conference Board, *Locating Corporate R&D Facilities* (New York, 1986), page 10.

Research: Recommendations of the Managing for the Future Task Force
The Managing for the Future Task Force's report strongly emphasizes the importance of university research to economic development, and encourages the state to make the best use of limited resources for research by focussing efforts to the maximum extent possible. The National Center for Higher Education Management Systems (NCHEMS), which evaluated the Selective Excellence programs under contract with the State of Ohio, strongly supported the Task Force's recommendations that the state's investment in research be highly focussed and extended this point by arguing that it should be based on a clearly defined set of research priorities that would be chosen on the basis of the greatest potential benefits to the state and its regions.

Research: Alternative Views
The Task Force's recommendations caused considerable controversy, principally because its recognition of The Ohio State University and the University of Cincinnati as the state's "comprehensive research universities" was taken by some to mean that only those universities would perform research and that all other universities would become, as a result, "second rate." Those who spoke out in consequence of this interpretation emphasized the importance of research to the state and also underlined the fact that, if university research is to be fully effective in Ohio's economic development, it must be available in all of the regions, not just in one or two. The Regents could find nothing in the Report to suggest that the Task Force supported the views attributed to it; indeed, statements from Task Force members clearly refuted these interpretations. Despite the misunderstanding, the Board believes that the discussion on the research issue was extremely valuable in directing public attention to an issue whose critical importance to the state and its regions is all too often ignored.

Research: Regents' Findings, Conclusions, and Recommended Course of Action
The Regents agree with the Task Force's conclusion that university research plays a central role in the state's economic development and that every effort must be made to maximize productivity in this area. In the last decade, the Regents have, through Research Challenge, Eminent Scholars, the Action and Investment Funds, and other initiatives, implemented programs that have substantially increased Ohio's investment in research. These efforts have been exceptionally successful, and the Board's pending recommendations on Selective Excellence demonstrate a continuation of this commitment.

The Board also agrees with the position of the Task Force, and of NCHEMS, that further investment in research must be highly focussed. ***The Regents strongly endorse the Task Force's recommendations that Ohio continue to support selected***

centers of research strength in universities throughout the state, and that it work to focus research priorities on those areas of research with the greatest potential benefits to the state and all its regions. This view is reflected in the new recommendations for Research Challenge and in the Board's plans to work with the colleges and universities, as well as with business, industry, and government, to develop a set of Research Investment Priorities that will assist in ensuring this greater focus and productivity.

The Board believes that the conclusions given above should be sufficient response to the Task Force recommendations. However, because of the extraordinary nature of the concerns that surfaced in consequence of the Task Forces's reference to the status of Ohio State and the University of Cincinnati as "comprehensive research universities," further comment is unavoidable:

> The Board of Regents sees no purpose in establishing categories of research universities in Ohio, or in creating 'tiers' of universities according to their roles in research or graduate study. The present diversity in doctoral education and research that exists in our universities is a real strength, one that serves state and regional economic development. The ability to leverage external monies for research dollars is both a direct and an indirect benefit to Ohio's citizens. In the short run, it generates new income that permits universities to support activities beyond those which receive state funding--according to data provided by the universities, the last round of the Research Challenge program leveraged $8.34 in external funds for every dollar invested. In the long run it provides the basis for new and renewed business and industry.
>
> The Regents will act to foster the growth and development of research programs that are of importance to the various regions of the state. On the other hand, the Board agrees with the Task Force and with the broad spectrum of our university leadership that Ohio cannot afford new investments of the scale needed to provide for the broad range of doctoral programs and research facilities that are characteristic of the most comprehensive category, Carnegie Research Universities-I.[8]

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[8]Among public universities, The Ohio State University and the University of Cincinnati are classified by the Carnegie Foundation as Research Universities-I for the breadth of their graduate programs and the strength of their research programs.

The Board of Regents strongly endorses the Task Force's view that the public investment in graduate education and research should be substantially increased, at no additional cost to the state, by greater collaboration between universities in their planning and development of programs in graduate education and research. It is the intention of the Regents actively to continue its leadership in the development of major research collaborations. Those developed to date, the Ohio Supercomputer Center, the Ohio Aerospace Institute, and OhioLINK, have proven to be excellent investments, ones that have already returned significant value and which promise to provide enormous continuing benefits in both research and instruction.

An important new direction toward collaboration in research and education is outlined in the Action Plan developed by the Council of Medical Deans. The Action Plan proposes key objectives for Ohio's regionalized health care system: increased cost effectiveness, increased quality, and increased access. The Plan also creates a series of new task forces charged with achieving these goals. The Board is pleased to receive this Action Plan; it will follow activities in this important area with particular attention, and will become more directly involved as appropriate.

VI. Conclusion

Through this report, the Board of Regents is carrying forward the call for change issued by the statewide Managing for the Future Task Force.

The report endorses the three central conclusions of the Task Force report, and responds to concerns raised by specific Task Force recommendations. It reflects an unwavering commitment to the belief that ***Ohio's public higher education system is accountable to the people it exists to serve: Ohio's students and its taxpayers, who are increasingly one and the same.***

The report outlines a policy framework and action agenda that will position Ohio's state colleges and universities to meet the challenges of the future. ***All of the actions proposed presume a renewed, strong commitment to state support of public higher education as a funding priority; they presume ongoing, full consultation with and full, voluntary cooperation from state colleges and universities.***

The key policy positions outlined in the report are as follows:

- The Board of Regents will assume a significantly stronger coordinating role, but has no intention of becoming a governing body; indeed, the Regents will involve all of higher education in carrying out that role and being fully accountable for it.

- The provision of high quality undergraduate instruction at reasonable cost must be the highest priority for all of Ohio's state colleges and universities. No activity is more essential to serving the instructional needs of Ohio's citizens.

- Because students need a reasonable array of opportunities, some duplication of degree program offerings is inevitable and advisable. There is nevertheless reason to believe that, especially at the graduate level, careful evaluation is appropriate and desirable.

- The relationship of faculty to undergraduates is at the core of higher education, and faculty time must be allocated in a way that is reflective of this principle as well as consistent with institutional and program mission.

- Tenure is the essential method for preserving academic freedom, and must remain intact to ensure Ohio's competitiveness for the best faculty.

The Task Force Report noted that Ohio's past failure to invest in higher education and the economic problems that can be traced to that lack of investment have created a vicious cycle for state policy makers. The report's analysis of this structural weakness in the state's economy was supported by a study published by the Federal Reserve Bank of Cleveland. Entitled "The Recent Rise in the Value of Education: Market Forces at Work", that report summarized the data linking education to income, reviewed the evidence on Ohio's support for education, and pronounced the facts "worrisome for Ohioans' future earnings."

The report argued that "for individuals, prosperity will be more fundamentally tied to their educational achievements than ever before." But the importance of higher education is not limited to its effects on those who enroll. "The prosperity of any group, region or country will depend on its commitment to education." It is no wonder that the authors of the report found the situation in Ohio worrisome.

The Federal Reserve report concluded that "...as schooling becomes more valuable, the efficiency and effectiveness of our educational system must be continually evaluated and improved in order to maximize the benefits it bestows."

- Ohio expects its two-year campuses to provide the full array that their communities require of technical and pre-baccalaureate programs, job training for local employers and their employees, continuing education, and developmental services for those who need help to perform at a collegiate level. These services must be offered in ways and at the times needed by the local community, and at a price that is affordable.

- Research is vitally important to Ohio's future. Research efforts must be expanded and strengthened, but must be clearly focused to respond to state and regional needs and to maximize productivity.

- Ohio cannot afford new investments of the scale needed to provide for the broad range of doctoral programs and research facilities that are characteristic of major category of research universities.

- Research productivity should be substantially increased without cost to the state through greater collaboration between universities.

Key Board actions outlined in the report are as follows:

- The Board of Regents will ask each state college and university to revisit and reframe its mission statement with reference to statewide goals and priorities.

  - The Board will review the statements for gaps and overlaps in the delivery of services.

  - The Board will move to provide financial incentives to meet state priorities, and disincentives to discourage ignoring those priorities.

- The Board of Regents will begin a statewide program review process starting with graduate programs, the most expensive level of instruction for universities and the state to provide.

  - The Board, in consultation with universities, will establish "viability standards" for graduate programs.

  - The Board will initiate a statewide self-study applying these standards, and will review the results.

  - Where unnecessary duplication is found or, where viability standards are not met, the Board of Regents will recommend consolidation or elimination to university boards of trustees. If universities wish to continue such programs they may do so at their own expense; the Regents will seek authority to withdraw state subsidies in such instances.

- The Board of Regents will ask state colleges and universities to develop policies and procedures to implement the recommendations of the Task Force Committee on Faculty Workload. The Board will encourage the development of these policies and procedures through direct financial incentives.

- The Board will call upon state colleges and universities to define a) individual or group performance standards for each academic area and b) procedures for cases when standards are not met.

- The Board will call upon state colleges and universities to develop and implement faculty performance evaluation procedures and reward systems that reflect department and institutional missions and that include objective, quantitative and qualitative evaluation criteria.

- The Board will ask state colleges and universities to establish annual performance evaluations for all faculty and administrators, comparing performance with expectations.

■ The Board of Regents will establish statewide service expectations for two-year campuses, and will seek to tie funding to performance with respect to service expectations.

- The Board's initial set of statewide service expectations includes nine points:

1. A range of career/technical programming preparing individuals for employment in a specific career at the technical or paraprofessional level.

2. Commitment to an effective array of developmental education services providing opportunities for academic skill enhancement.

3. Partnerships with industry, business, government and labor for the training and retraining of the workforce and the economic development of the community.

4. Non-credit continuing educational opportunities.

5. College transfer programs or the first two years of a baccalaureate degree for students planning to transfer to four year institutions.

6. Linkages with high schools to ensure that graduates are adequately prepared for post-secondary instruction. These linkages should include a student-oriented focus and marketing strategies to ensure that high school students are aware of their education opportunities within the community.

7. Student access and program quality provided at an affordable price and at a convenient schedule. The Regents believe that fees on branch campuses should be approximately the same as for community colleges offering the same educational services. Courses should be offered at convenient times for the students, with attention given to evening and weekend offerings for nontraditional students.

8. Two-year colleges which receive financial support from local tax levies must use those funds efficiently to ensure that student fees are kept as low as possible.

9. A high level of community involvement in decision making in such critical areas as course delivery, range of services, budgets, fees, and administrative personnel.

. The Board will ask the trustees and administrators of each co-located campus to jointly prepare and submit plans by July 1, 1993 to maximize their service to the community and students with reference to the statewide service expectations.

. As resources warrant, the Board will support efforts to convert technical colleges to community colleges, and the formation of community colleges from networks of two-year campuses.

- The Board of Regents will continue to support the growth and development of selected centers of research strength, and will create a set of Research Investment Priorities to further focus its research initiatives.

- The Board of Regents will act on key issues as quickly as possible and begin implementation in concert with colleges and universities in January, 1993.

The Board of Regents intends to monitor and evaluate the effectiveness of these efforts to re-direct Ohio's system of higher education. The Board reserves the right to examine alternative means of achieving statewide goals as necessary and will be accountable to the public for progress in these directions.

Finally, the Board reaffirms its strong belief that the future of Ohio is related directly to the strength of its higher education system. This is a partnership in the truest sense of the word: without educated citizens, Ohio will falter; without support from its citizens, higher education will falter. In times of diminished resources, it is more impor-

tant than ever to secure a productive partnership between higher education and the state, one that is premised on colleges and universities operating as effectively as possible and the state prioritizing its investment in the future of its citizens through greater support for education.